

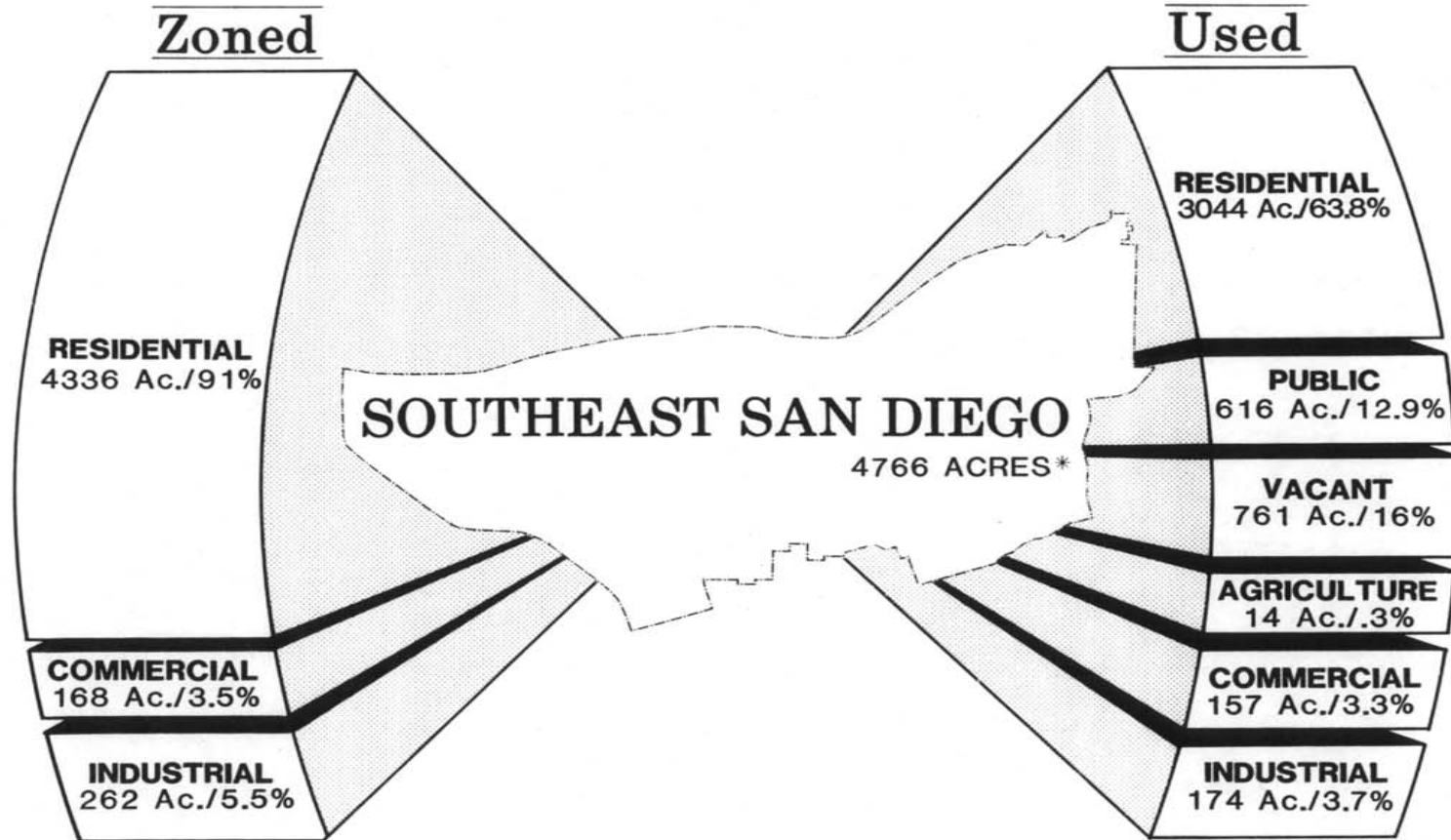
LAND USE ELEMENT

INTRODUCTION

This element of the plan evaluates the location and extent of the use of land in the community. The element is broken into three sub-elements which state findings about the three main uses of land: residential, commercial and industrial. Other major land uses are discussed in other sections of the plan.

The Southeastern San Diego community consists of almost 7,200 acres of land. A third of this total is used for right-of-ways and easements for freeways, streets, drainage facilities and other public improvements. Approximately 3,044 acres of the remaining land, or 63.8 percent of the entire community, is devoted to residential use. Vacant land is the next largest land use category, containing almost 800 acres. Commercial, industrial and public uses comprise the remaining land area and total less than 1,000 acres. Although the existing zoning of the community approximates these acreages and percentages, it is important to note that a considerable intermixing of land uses is allowed by the City's zoning code. Thus, some land uses are not located in the zones that they would be traditionally associated with, often to the detriment of the community. Figure 5 indicates total acres of each land use by zoning and by actual use.

HOW THE LAND IS ZONED AND USED



*Street and highway areas excluded



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FIGURE 5

RESIDENTIAL ELEMENT

EXISTING CONDITIONS

The Southeastern San Diego community is predominately a single-family residential community. The Housing Element of the General Plan indicates that Southeastern San Diego has an above-average concentration of detached single-family housing.

Approximately 55 percent or 2,606 acres of the community is zoned for multi-family use is actually used for single-family housing. The spread of low density, single-family uses into higher intensity zones has given the community its character of low density and low profile in architectural scale. Table 2 indicates residential zoning and actual land use within the community.

	Total Zone (AC)	Single- Family	Multi- Family	Comm.	Indus.	Public	Agricult	Vacant Land
R1-40000	120.23	---	---	1.34	2.75	116.14	---	---
R1-20000	238.99	160.38	14.45	---	---	3.64	.54	59.80
R1-15000	35.20	25.18	2.64	---	---	.55	---	6.83
R1-10000	344.14	236.01	15.64	---	34.00	---	.21	58.28
R1-6000	443.88	250.17	67.77	---	3.63	18.14	---	104.17
R1-5000	1422.99	868.94	58.57	10.17	.38	130.04	12.59	342.30
R-3000	1273.40	522.43	353.79	12.98	10.88	245.66	---	127.66
R-1500	327.69	90.65	138.15	6.17	1.61	65.37	.20	25.54
R-1000	122.32	44.55	54.13	7.39	1.46	---	---	4.33
R-600	2.16	---	2.16	---	---	---	---	---
R-400	33.18	9.57	11.14	.50	2.32	1.02	---	8.63
RV	1.11	.43	---	.51	---	---	---	.17
Total Acres by Land Use	4365.29	2208.31	718.44	38.96	57.03	580.56	13.54	737.71

Much of the residential development in the community is located in commercial and industrial zones. 68.3 acres or approximately 12 percent of the commercially and industrially zoned land is used for residential development. The City Zoning Ordinance allows residential development in many of its less restrictive commercial and industrial zones. These zones are located primarily in the central and western areas of the community plan area. The mix of residences with commercial and industrial uses in the western portion of the community is a development pattern that predates zoning. Using a community-wide average of 8.07 units per developed residential acre, it can be estimated that about 620 dwelling units are located in nonresidential zones.

Because many historical and high-quality residential neighborhoods are located in zones which would allow greater density or different uses, preservation of these areas is threatened. Some residential areas, by virtue of their overall appearance or historical significance, are strong candidates to be conserved from demolition and redevelopment. Because some of these areas are presently zoned for higher uses, there is a significant potential for future developments to replace these existing uses.

Due to the underutilization of available density in multi-family zones and an inventory of vacant land in the single-family zoned areas, the community has a substantial available zoning capacity for new residential development. As of 1987 there were 25,477 dwelling units in the community. Approximately 8,600 dwelling units, which would be allowed by the

multi-family residential zoning in the community, are currently preempted by single-family homes. An additional 4,600 units could be constructed on currently vacant lands in areas zoned for single-family dwellings.

Maintenance of housing stock varies throughout the community, and ranges from poor to very good. At the time of the 1975 special census, the last date for which the information was gathered citywide, the percentage of "sound" housing stock varied between 64.5 percent and 98.2 percent of the dwelling units for the thirteen census tracts which make up the Southeastern San Diego community. Three of the thirteen tracts had a percentage of "sound" housing above citywide rates. The other ten tracts, however, had "deteriorating" or "dilapidated" housing in excess of the citywide norms. While there are examples of excellently maintained homes in all parts of the community, the highest percentages of unsound housing are found in the western census tracts. These tracts also contain some of the oldest houses in the community, many dating back to before 1900.











Much of the community is within or proposed to be under regulation of the Redevelopment Agency. Figure 7 shows areas that are included. See the redevelopment discussion in the background section of this plan.

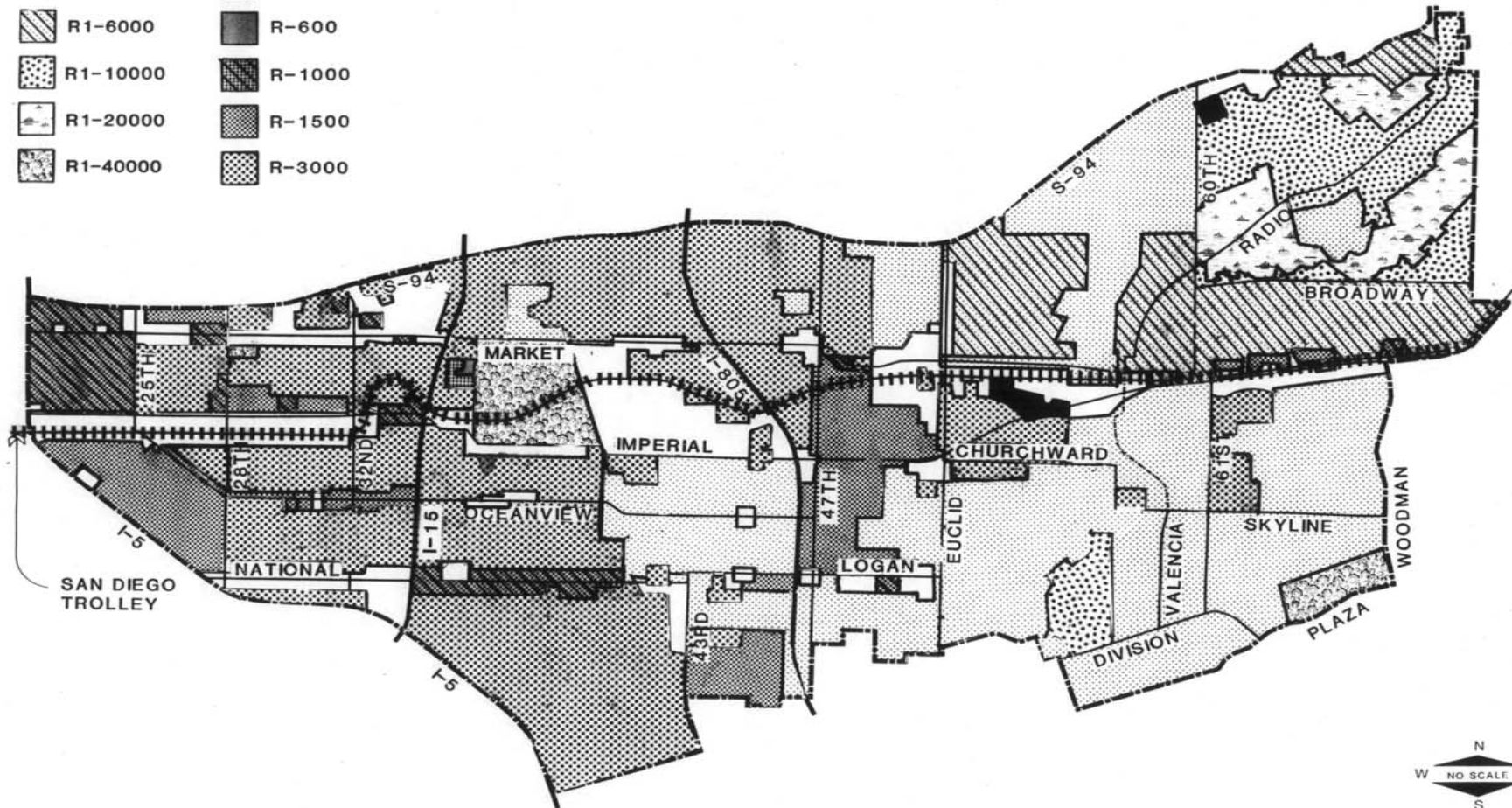
Many of the City's affordable housing projects are located in the community. According to the 1980 census, Southeastern San Diego had 6.4 percent of the City's total dwelling units. The General Plan Housing Element states that the community should receive a 5.6 percent allocation of lower income housing units. Between 1983 and 1985, 12 percent of the City's Affordable Housing Density Bonus Units (a program whereby projects are granted additional density over zoning for the provision of low and moderate-income housing) were in the community.

Mobile home parks in the community offer an alternative housing opportunity. The Southeastern San Diego community contains three mobile home parks containing 577 spaces. Two of the parks, the El Rey at 47th Street and Castana Street and the Summit Mobile Home Park at 63rd Street and Imperial Avenue have Mobile Home Overlay Zone designations which require specific discontinuance procedures prior to the sites being used for another purpose. The Acacia Imperial Mobile Home Park at 54th Street and Imperial Avenue is located adjacent to an area zoned for industrial use and is not covered by an overlay zone.

Southeastern is an established, stable community in terms of length of residence and household ownership. According to the 1980 census, the majority of the community's households have been in the community over five years. The stability of households has a strong correlation to the percentage rate of home ownership. The highest ownership rates are in the eastern portion of the community, while neighborhoods in the western portion tend to have a far higher concentration of rental units. The General Plan Housing Element indicates that Southeastern has an above-average number of rentals; however, recent trends in the community are toward a higher rate of ownership, for example, in the last twenty years the ratio of ownership has declined in the city as a whole from 52.7 percent to 49.1 percent. In the same period, home ownership has increased from 45.6 percent of the Southeastern households to the 1980 level of 47.5 percent. The trend between 1970 and 1980 was probably due to the development of a number of new, single-family sale housing developments primarily in the eastern portion of the community.

EXISTING RESIDENTIAL ZONING

 R1-5000	 R-400
 R1-6000	 R-600
 R1-10000	 R-1000
 R1-20000	 R-1500
 R1-40000	 R-3000



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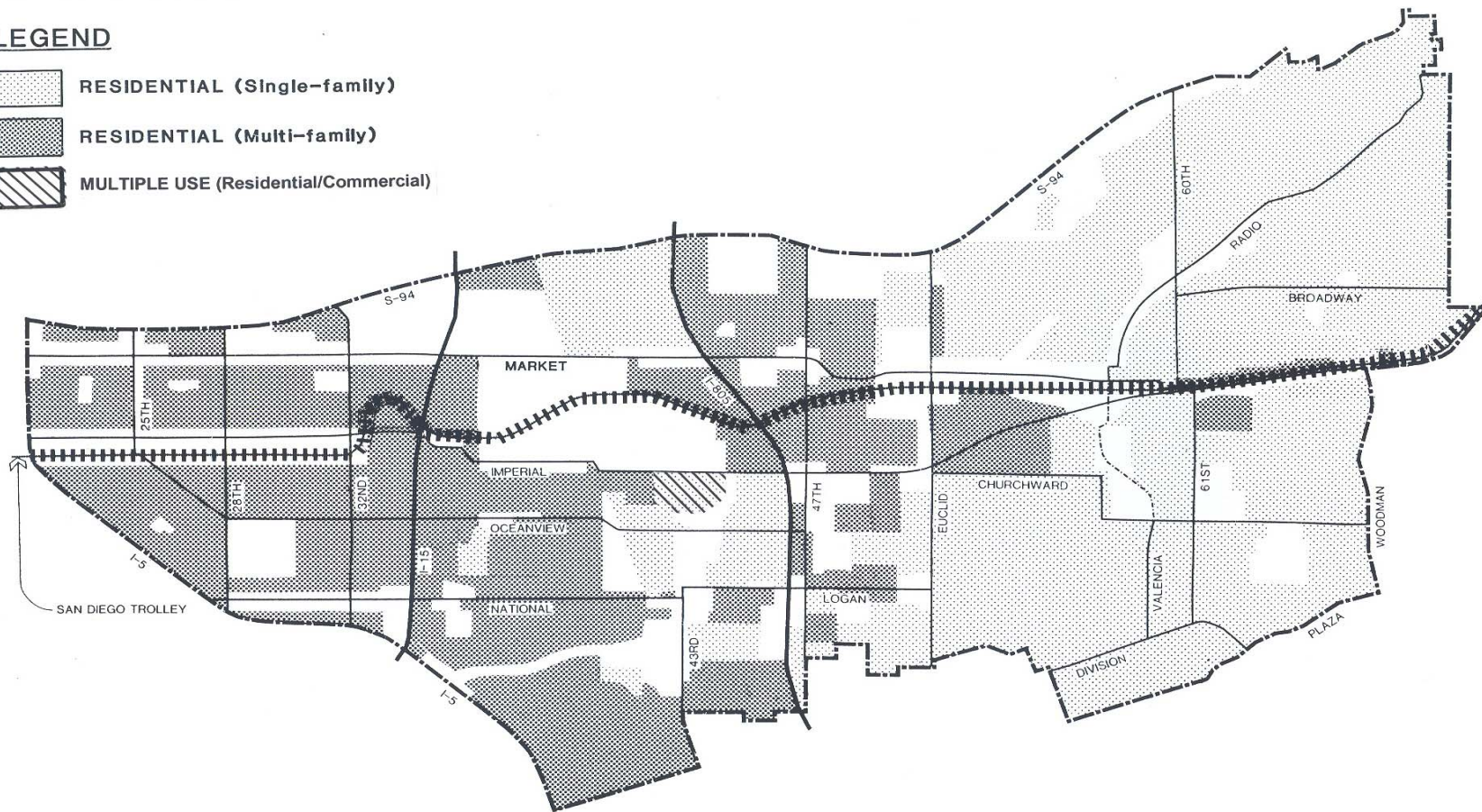
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FIGURE 6

RECOMMENDED RESIDENTIAL LAND USE

LEGEND

-  RESIDENTIAL (Single-family)
-  RESIDENTIAL (Multi-family)
-  MULTIPLE USE (Residential/Commercial)



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FIGURE 7

Residential Objectives

1. Respect the housing character, scale, style and density of existing residential neighborhoods.
2. Preserve, restore and rehabilitate residences and/or neighborhoods with historical significance. (Information on historic structures and districts is detailed in the Neighborhood Element of the Plan.)
3. Encourage and accommodate orderly new development that is consistent with the community goals and objectives.
4. Require high quality developments in accordance with the design guidelines as established within the plan and as recommended by Project First Class.
5. Maintain or increase the level of owner occupancy in the community to increase maintenance of properties and to increase pride in individual neighborhoods.

Residential Recommendations

1. Residential Density Designations
 - a. To maintain the scale and spacing of development, approximately 30 percent of the community should be developed as "very low" (0-5 du/ac) or "low" (5-10 du/ac) density residential as shown on the community plan map (Figure 47) and Figure 7.
 - b. Areas designated for 10-15 dwelling units per acre generally coincide with areas presently zoned R-3000. This density is recommended for a majority of the central and western subareas, where the existing land use is typically 12-15 units per acre. In order to maintain the low visual scale of the community, the 30-foot height limitation of the R-3000 Zone should be adhered to.
 - c. Provision of higher density residential use should not conflict with existing low scale, low density areas. Portions of the plan area are designated for densities of up to 30 dwelling units per acre. The areas designated for these densities include parts of Shelltown, and Southcrest, the northern portion of Lincoln Park, and along portions of Naranja Street, Imperial Avenue, National Avenue, and Market Street. This plan has designated areas for this density to reflect existing development, provide incentives for redevelopment and to take advantage of access to the trolley corridor. The development of higher density residential development should be restricted to these areas (Figure 7).
 - d. Preserve the existing low residential densities in areas where a low density residential development pattern already exists and where the existing zoning is R1-5000, R1-6000 R1-10000 or R1-20000.

The community plan designations for land use could result in a total of 29,000 to 31,000 dwelling units or a decrease of about 18 percent in the existing zoning capacity.

Zoning changes are recommended for many of the neighborhoods in the community. These recommendations are illustrated and discussed in detail in the Neighborhood Element of this plan.

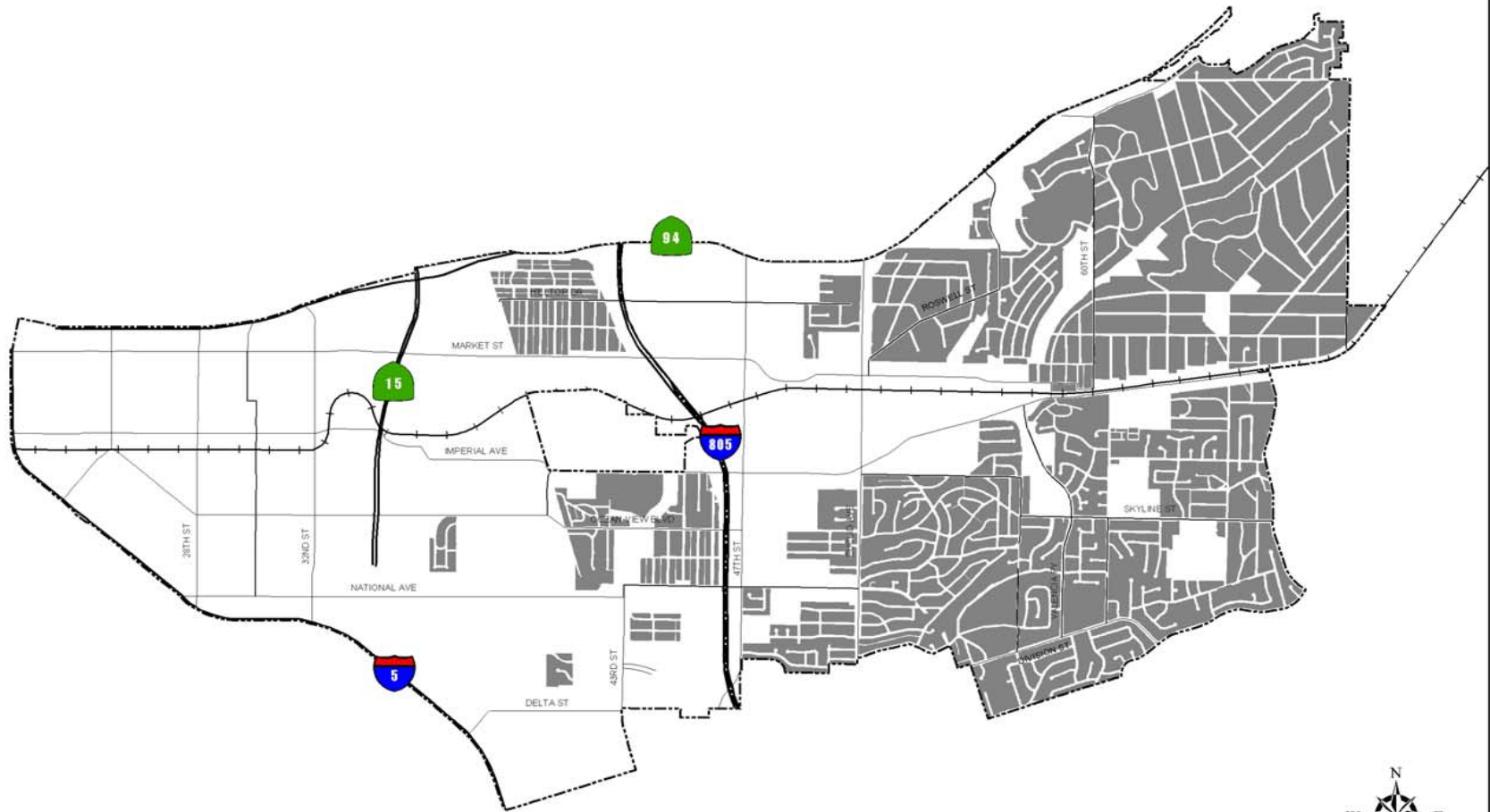
The existing very-low density and low density residential areas shown on Figure 7A – “Protected Single-Family Neighborhoods” are characterized by traditional single-family development such as detached housing units on individual lots. These areas should have single-family zoning (SF-40,000, SF-20,000, SF-10,000, SF-8,000, SF-6,000, SF-5,000) and should be protected as single-family neighborhoods in the future. Therefore, requests for rezonings or other discretionary actions in these areas that could result in construction of any type of residential structure other than traditional single-family residences, with one dwelling unit per lot, should be denied.

The existing low-medium density multiple family areas, and two areas currently designated as medium density multiple family areas shown on Figure 7B – “Special Character Multi-family Neighborhoods,” are characterized by single-family detached housing units on the front portion, and additional units on the rear portion of individual lots. Many of these areas are also characterized by a high concentration of historically significant sites. These areas should have a low-medium density multi-family plan designation (10 to 17 dwelling units per acre). The character of these neighborhoods should be protected by tailored design regulations as recommended by the Urban Design Element.

2. Design Review and Development Regulations

- a. Design review of large multi-family residential development is recommended. These projects should be reviewed for conformity to the Urban Design Element of this plan. Smaller scale, multi-family projects could be regulated in a ministerial manner if sufficient criteria are provided to ensure substantial landscaping, adequate facilities such as trash enclosures, usable open space and lighting and visually pleasing architectural patterns.
- b. The review of discretionary projects which are located in the more urbanized portions of the community and ministerial development regulations should stress the "fit" of the project with respect to scale and conformity into the existing or imminently expected pattern of development. This proposal is not intended to preclude the development of larger-scale projects, but is intended to ensure that the scale of the project will conform with neighboring uses where desired and improved neighborhood aesthetics.
- c. Site design review should seek to minimize the amount of grading to produce building pads, maintain solar access to the site and neighboring sites, coordinate the proposed development with surrounding development, create buffers between dissimilar uses where appropriate, and improve general neighborhood aesthetics.
- d. Slopes and open space within or abutting public or private development should be retained and integrated into project design. Development on steep slopes in Hillside Review Areas proposed by this plan should minimize the amount of grading and, to the

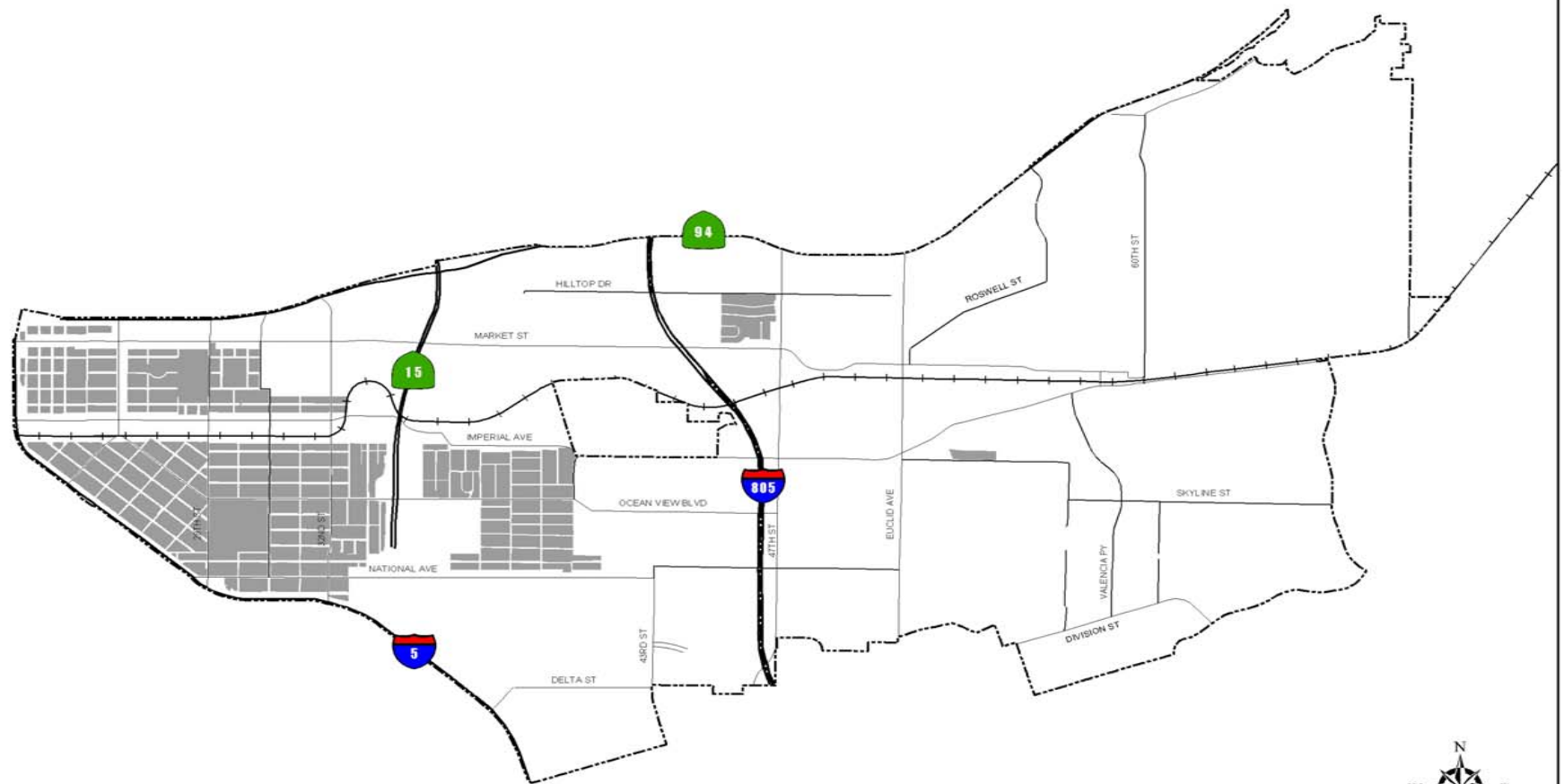
PROTECTED SINGLE FAMILY NEIGHBORHOODS



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FIGURE 7A

SPECIAL CHARACTER MULTI-FAMILY NEIGHBORHOODS



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FIGURE 7B

extent possible, retain open space in a natural state. Similarly, natural drainages should be improved using natural channels rather than concrete structures.

- e. To maintain the character of existing neighborhoods, lot consolidations should be limited in the Memorial, Logan Heights, and Sherman Heights neighborhoods, to only vacant sites and lots with derelict buildings. Lot consolidations should limit parcels to 100 feet of street frontage in the medium density areas and 60 feet of street frontage in the low-medium density areas.
- f. New development should be of the highest quality with attention to aesthetics, usability, and safety, as stated above and as addressed in detail in the Urban Design Element.
 - 1) Attention to building bulk and scale is important and building articulation and architectural detail should be required for all projects.
 - 2) Site designs should integrate existing street and sidewalk patterns, and should orient towards the street.
 - 3) Usable open space areas should be provided.
 - 4) Parking areas should be unobtrusive and well-landscaped.
 - 5) Curb cuts should be minimized to maintain on-street parking and reduce paved areas.
 - 6) Trash enclosures should be well-planned and screened.
 - 7) Lighting should be oriented to increase safety and serve the pedestrian.
- 3. Historic Sites. Within residentially zoned historic areas or sites located in Sherman Heights and other neighborhoods of Southeastern San Diego, the use of public funds should be limited to rehabilitation and restoration efforts on private residences and not for demolition and redevelopment projects. Wherever possible and aesthetically desirable, adaptive reuse of existing structures should be explored.
- 4. Rehabilitation Funding. Community Development Block Grant Funds, together with Capital Improvement Program funds, and Housing Commission Rehabilitation Programs should be directed towards target areas of active rehabilitation in order to coordinate and stimulate private rehabilitation efforts. Funding for active rehabilitation should be allocated on a priority basis in order of: 1) owner-occupied single-family, 2) rental single-family and 3) multiple-family. Rehabilitation funding should especially be focused on structures of historic significance in Sherman Heights. These funds should also be used for public facilities upgrading and historic street treatments in support of private rehabilitation efforts.

5. Move-Ons. Because a disproportionately large number of the City's move-ons are located in the community and the appearance of these projects in this community, move-ons should be carefully regulated, even to the point of requiring discretionary review of all proposals.
6. Landscaping. The landscaping requirements for new residential projects should result in substantial landscaping, particularly as viewed from public rights-of-way.
7. Mobile Home Parks. Existing mobile home parks at Summit and El Rey should be retained through the existing mobile home park overlay zone. The Acacia Imperial Mobile Home Park is designated for industrial development and may be redeveloped.
8. Housing Commission. The Housing Commission should maintain an active role in improving residential neighborhoods by:
 - a. Requiring owner-occupancy housing rather than rental housing as part of agreements for affordable housing density bonuses, until such time that more than the citywide rate of ownership exists among assisted or bonus housing projects.
 - b. Promoting for-sale, moderate-income housing projects, including first-time buyer programs.
 - c. Initiating self-help rehabilitation training services for those residential areas which seek assistance through other Housing Commission programs.
 - d. Targeting housing rehabilitation loans for the following areas:
 - historically significant structures in Sherman Heights;
 - the Shelltown neighborhood;
 - the area north of Hilltop Drive in the Chollas View Neighborhood;
 - the area south of Hilltop Drive, north of Guymon Street, and between 47th and 49th Streets in the Chollas View neighborhood;
 - the rehabilitation of architecturally significant buildings in the Grant Hill and Logan Heights neighborhoods.
 - e. Coordinating with SEDC whenever a rehabilitation project is located in an adopted redevelopment area.
9. Rental Assistance. Rental assistance programs should be directed at existing or rehabilitated dwelling units rather than new units in order to maintain low rent levels while improving conditions.

10. Redevelopment Agency. The Redevelopment Agency should continue to initiate self-help rehabilitation training services to assist residents in areas lying within SEDC projects.
11. Code Enforcement. An ongoing program of code enforcement has been implemented and should be continued, involving both the Planning and Building Inspection departments. Concentrated efforts are particularly needed in the western subarea, Chollas View, and Shelltown.
12. Infill Development. Small development in clusters or grouped around courtyards are recommended infill developments for Grant Hill, Lincoln Park and Emerald Hills along Euclid Avenue. (See the Neighborhood Element for more recommendations on each neighborhood.)
13. School Sites-Alternative Use. School sites should be zoned at the density of surrounding residential development to assure that the sites will be developed at a density compatible with existing neighborhoods in the event that the sites are no longer needed for educational or other public facility uses. The playground portion of every school site should be considered for public park purposes.
14. Single-Room Occupancy Projects. A procedure should be developed to permit single-room occupancy projects only after discretionary review.
15. Residential Care Facilities. Reviews of conditional use permit for residential care facilities in the community should include an analysis of whether there is a concentration of similar facilities in the community and an elevation of possible impacts to the surrounding single-family neighborhoods. Additionally, residential care facilities should not be approved for more than six persons in a single-family zone or more than twelve persons in a multi-family zone.
16. Panhandle Shaped Lots. In areas where lots are large enough to split into two or more parcels according to the square footage designations of the zone care should be taken to avoid disruption of the surrounding character of the neighborhood and to avoid poor design. The 50-foot minimum frontage requirement should be met so that homes will face the street for safety and for aesthetic considerations. Long steeply sloping driveways should not be approved in most cases.
17. Manufactured Housing. Manufactured housing should be regulated to the extent legally feasible to assure that it is of the same quality and will contribute to the value of the surrounding neighborhood to the same degree as new standard-construction (stick-built) housing products.